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Department of Planning & Zoning**

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**STAFF REPORT
2005-2006 AREA PLANS REVIEW**

SUPERVISOR DISTRICT(S): Lee

APR ITEM(S): 05-IV-4RH

NOMINATOR(S): Glenn S. Ovrevik

ACREAGE: 109 acres

TAX MAP I.D. NUMBERS: 100-1((1))9 (part), 14, 15, 17, 19, 20, 23A, 24, 25

GENERAL LOCATION: NE of the Beulah Street/Telegraph Road intersection.

PLANNING AREA(S): IV
District(s): Rose Hill
Sector: Lehigh Community Planning Sector (RH4)
Special Area(s): N/A

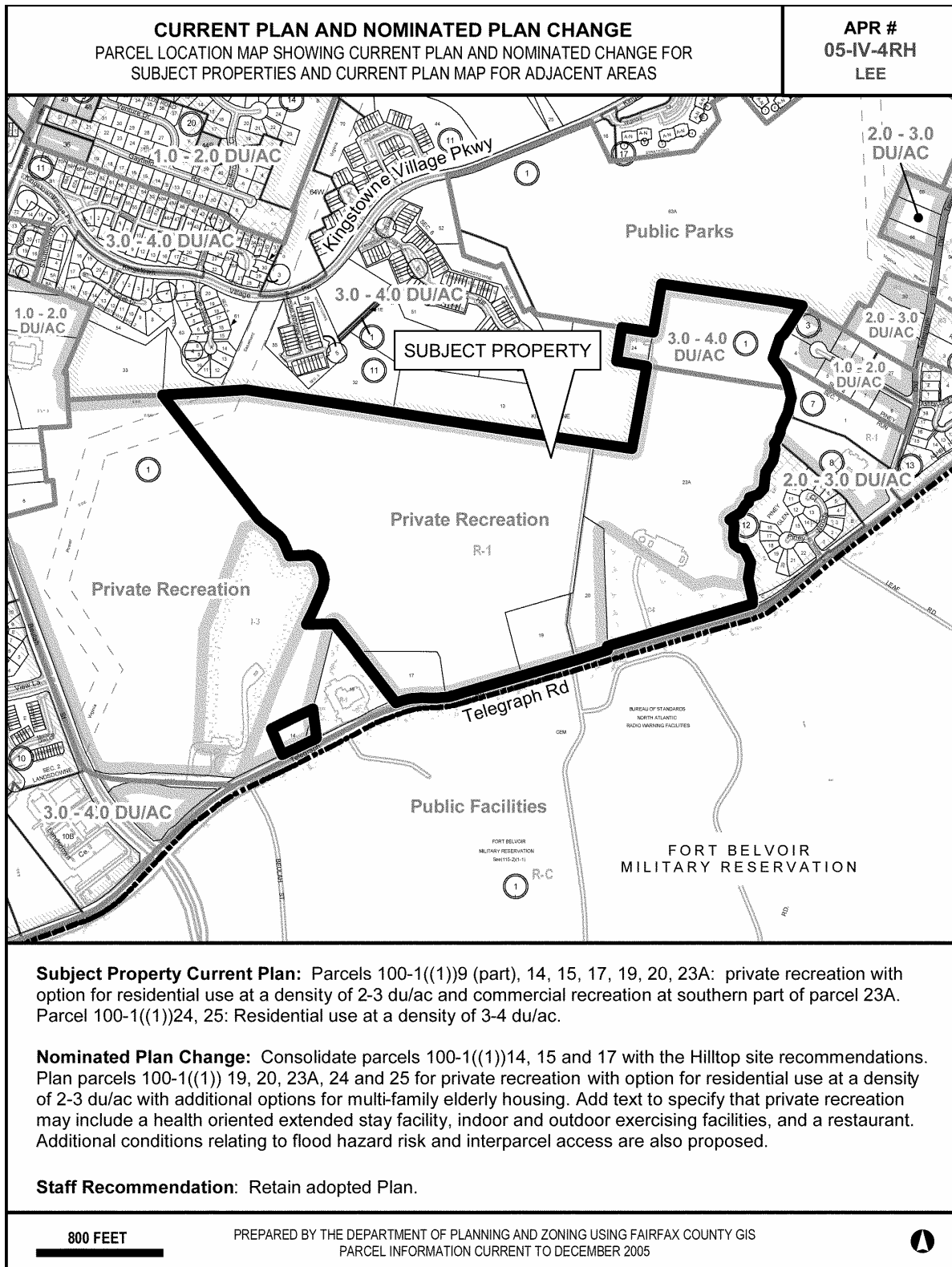
ADOPTED PLAN MAP: 100-1((1))9 (part), 14, 15, 17, 19, 20, 23A: Private Recreation
100-1((1))24, 25: Residential use at 3-4 dwelling units per acre (du/ac)

ADOPTED PLAN TEXT: Parcels 100-1((1))9 (part), 14, 15, 17, 19, 20, 23A: private recreation with option for residential use at a density of 2-3 du/ac and commercial recreation at southern part of parcel 23A.

Parcel 100-1((1))24, 25: No specific Plan text. The Policy Plan land use objective #8, which encourages the protection of stable residential neighborhoods, applies. The Comprehensive Plan Map indicates residential use at a density of 3-4 du/ac.

For complete Plan text see
<http://www.fairfaxcounty.gov/dpz/comprehensiveplan/planareas.htm>

NOMINATED PLAN AMENDMENT: Consolidate parcels 100-1((1))14, 15 and 17 with the Hilltop site recommendations. Plan parcels 100-1((1)) 19, 20, 23A, 24 and 25 for private recreation with option for residential use at a density of 2-3 du/ac with additional options for multi-family elderly housing. Add text to specify that private recreation may include a health oriented extended stay facility, indoor and outdoor exercising facilities, and a restaurant. Additional conditions relating to flood hazard risk and interparcel access are also proposed.



SUMMARY OF STAFF RECOMMENDATION:

_____	Approve Nomination as submitted
_____	Approve Staff Alternative
<u> X </u>	Retain Adopted Plan

CONTEXT

General Location: The subject property is located generally northeast of the Beulah Street/Telegraph Road intersection and is adjacent to or part of the Hilltop landfill and driving range.

Planned and Existing Land Use and Zoning:

Subject Property: The subject property is located in the Lehigh Community Planning Sector (RH4) of the Rose Hill Planning District and is planned for private recreation except for parcels 100-1((1)) 24 and 25, which are planned for residential use at 3-4 du/ac. Except parcels 100-1((1))24, 25 all parcels have an option for residential use at 2-3 du/ac. The southern portion of parcel 100-1((1)) 23A also has an option for a commercial recreation facility. This portion of parcel 23A is zoned C-6 and developed as a golf driving range clubhouse. The rest of the nominated area is zoned R-1. Parcels 9, 14, 15 and 24 are also within a natural resources (NR) overlay district which recognizes the location of natural resources such as sand and gravel and their extraction that constitute a significant potential impact on the pattern of development in areas nearby. The nominated section of parcel 100-1((1))9 is developed as a golf course. Parcels 14, 15, and 20 are vacant and parcels 17 and 19 are built with single-family detached units remodeled in the 1960s.

Adjacent Area:

North: Kingstowne mixed use community and parcel 90-3((1))63A which is owned by the Fairfax County Park Authority. This portion of Kingstowne is zoned PDH-4 and planned for residential use at 3-4 du/ac. The Park Authority property is also zoned PDH-4 but planned for public park.

East: Alden Hill development zoned PDH-3 and planned for residential use at 2-3 du/ac; Assembly of God Church zoned R-1 and planned for residential use at 2-3 du/ac; and single family detached houses along Piney Run Drive zoned R-1 and planned for residential use at 1-2 du/ac.

South: Telegraph Road and the Fort Belvoir Military Reservation. The reservation is zoned R-C and planned for public facilities, institutional, and governmental uses.

West: The remainder of parcel 100-1((1))9, an existing landfill, is zoned I-3 and R-1. This area is planned for private recreation. Farther west of parcel 9 is Beulah Street.

PLANNING HISTORY

Plan Amendment No. 95-36, adopted July 13, 1998, combined parcel 100-1((1))23A with parcels 100-1((1)) 14-17, 19, 20 and replanned the entire area for private recreation use. A further option for commercial recreation including a batting cage and a miniature golf course was added for parcel 23A. The base Plan for residential use at 3-4 du/ac was retained.

As a result of the Telegraph Road Corridor Special Study (Amendment No. 2000-17) the Board of Supervisors reduced the planned density range from 3-4 du/ac to 2-3 du/ac for parcels 100-1((1))9, 14, 15, 17, 19, 20, 23A. The Board of Supervisors also removed guidance for parcel 23A regarding appropriateness of a batting cage and a miniature golf course.

During the 2002 APR cycle, the Hilltop site (parcels 100-1((1)) 9, 11A, 14, 15, 17, 23A, 24, 25) was nominated for a Plan change to facilitate development of close to 500 residential units with 100,000 square feet of retail use. The nomination was eventually considered as an Out-of-Turn Plan Amendment S04-IV-RH1 but was processed with other APR items. The Plan amendment was denied by the Board of Supervisors.

ADOPTED COMPREHENSIVE PLAN TEXT

The Fairfax County Comprehensive Plan, 2003 Edition, Area IV, Rose Hill Planning District as amended through 12-6-2004, Lehigh Community Planning Sector (RH4), page 69, Land Use Recommendation #45 and #46:

45. At such time as the Hilltop landfill ceases operation and is properly reclaimed, any alternative use of the site will require extensive review and significant engineering measures. The property is planned for private recreation; however, residential use at 2-3 dwelling units per acre may be considered on portions of the property if sufficient documentation can be provided to verify that the landfill site is suitable and safe for building. Restoration or re-use of any historic structures on the property should be explored.
46. Parcels 100-1((1))14, 15, 17, 19, 20, and 23A are planned for private recreation with an option for residential use at 2-3 dwelling units per acre. It is recommended that they be consolidated, with any private recreation development that takes place on the site of the Hilltop landfill. A commercial recreation facility may be appropriate on the southern part of parcel 23A with screening sufficient to minimize its off-site impacts. If parcels 19 & 20 are consolidated and develop independently of the recreational area, interparcel access to parcel 23A should be provided.

The Comprehensive Plan Map shows subject area as planned for private recreation with exception of two parcels 24 and 25, which are shown as residential use at 3-4 du/ac.

NOMINATED PLAN AMENDMENT

Consolidate parcels 100-1((1))14, 15 and 17 with the Hilltop site recommendations. Plan parcels 100-1((1)) 19, 20, 23A, 24 and 25 for private recreation with an option for residential use at 2-3

du/ac which could include multi-family elderly housing. The nominated private recreation use may include health oriented extended stay facility, indoor and outdoor exercising facilities, and a restaurant. Additional conditions relating to flood hazard risk and interparcel access are also proposed.

The Fairfax County Comprehensive Plan, 2003 Edition, Area IV, Rose Hill Planning District as amended through 12-6-2004, Lehigh Community Planning Sector (RH4), page 69, Land Use Recommendation #45:

45. At such time as the Hilltop landfill ceases operation and is properly reclaimed, any alternative use of the site will require extensive review and significant engineering measures. The property is planned for private recreation; however, residential use at 2-3 dwelling units per acre may be considered on portions of the property if sufficient documentation can be provided to verify that the landfill site is suitable and safe for building. Restoration or re-use of any historic structures on the property should be explored. It is recommended that the parcels 100-1((1))14, 15, 17 be combined with any development that takes place on the site of the still functioning portion of the Hilltop landfill when landfill operation ceases.
46. ~~Parcels 100-1((1))14, 15, 17, 19, 20, and 23A are planned for private recreation with an option for residential use at 2-3 dwelling units per acre. It is recommended that they be consolidated, with any private recreation development that takes place on the site of the Hilltop landfill. A commercial recreation facility may be appropriate on the southern part of parcel 23A with screening sufficient to minimize its off-site impacts. If parcels 19 & 20 are consolidated and develop independently of the recreational area, interparcel access to parcel 23A should be provided.~~

Parcels 100-1 ((1))19, 20, 23A, 24, 25 are planned for private recreation use with an option for residential use at 2-3 dwelling units per acre. Residential use may include apartment variety elderly housing.

With restoration of one half of the landfill area and the creation of a golf course on the restored landfill area combined with a portion of parcel 23A (which fronts on Telegraph Road), any future private recreation use development should be oriented to the existing golf course entrance road and golf course club house on parcel 23A. Private recreation use might include one or more health oriented resort facilities of the extended stay variety. Such facilities might incorporate various indoor and outdoor exercising equipments, lazy river waterways, and restaurants all designed for recreation , relaxation, rest and dining pleasure of short term residents and other participants.

Parcel 19 and 20 may or may not be consolidated for a common use purpose. There should be interparcel access between parcels 19 and 20, parcels 20 and 23A, parcels 25 and 23A, and parcels 25 and 24. Interparcel access between parcels 20-23A should be extended to the golf course entrance road on the parcel 23A.

The presence of an earthen berm at the northeast corner of parcel 25 and a relatively large body of water, which is contained by said earthen berm, constitutes a flood hazard risk for parcels 25, 24 and the northern portion of parcel 23A. Commonwealth of Virginia officials must certify that said earthen berm meets current design and safety criteria prior to the issuance of permits for any residential use development on the parcels which are impacted by said flood hazard risk.

The Comprehensive Plan Map for parcels 100-1 ((1)) 24, 25 would be changed from residential use at 3-4 du/ac to private recreation and the remaining parcels would remain unchanged.

ANALYSIS

The nomination includes a total of 109 acres, of which 102.4 acres are owned by the Hilltop Sand and Gravel Company. The 102.4 acre site is developed with a driving range and golf course. The Resource Protection Area (RPA) map indicates that approximately 50 percent of the site is within a RPA, with the northwest portions of parcels 23A and 25, southern section of parcel 20, and entire of parcels 19 and 25 outside the RPA.

An application for a 376 unit independent living facility on parcels 100-1((1))23A, 24, and 25 has been filed and is currently under review by County staff (RZ 2006-LE-002, 003/SE 2005-LE-027, 028). Land that is within the RPA is being proposed as a conservation area to be managed by the Northern Virginia Conservation Trust (NVCT). This development, if approved, would replace the existing driving range on parcel 23A and reduce the area available for the resort type private recreational use to parcels 19 and 20, an area of 6.6 acres. The rezoning application is scheduled for Planning Commission public hearing on June 15, 2006.

According to the nomination, as shown in Figure 1, the extended stay hotel would provide a total of 200-250 rooms of 550 sq. ft. each. The sports oriented health facility would be approximately 50,000 sq. ft. with a 3,000 sq. ft. scenic view restaurant to serve patrons of the extended stay hotel and active adults from nearby areas. If all the development were to be located on parcels 19 and 20 the resulting intensity would be approximately 0.71.

	Parcels	Acreage	Detail	Hotel/Res.	Rec. Facility	Retail	FAR
				Units	Sq. Ft.	Sq. Ft.	
Current Plan	101-((1))19, 20	6.62	Single Family Detached Units	19	N/A	N/A	0.16
Nominated Plan	101-((1))19, 20	6.62	250 Extended Stay Rooms @ 550 sq. ft. per unit with assumed 10% additional space for other hotel uses (550*250)*1.1=151,250 sq. ft. 50,000 sq. ft. Recreation Facility 3000 sq. ft. Restaurant	250	50,000	3,000	0.71

The nomination also seeks to include additional text that recommends interparcel access among parcels 19, 20, 23A, 24, and 25, and additional text to protect parcels 100-1((1)) 23A, 24, and 25 from potential failure of berms located on Fairfax County Park Authority (FCPA) owned parcel 91-3((1))63A.

Land Use

The nomination proposes a health oriented resort facility that would include an extended stay hotel and an indoor and outdoor exercising facility.

The lack of the nomination's specificity regarding consolidation could result in the extended stay hotel and recreation facility being located on parcels 19 and 20, resulting in an intensity of 0.71 FAR along Telegraph Road, if the development potential provided by the nominator is applied. This level of intensity deviates from the low density character envisioned and affirmed by the Board of Supervisors during the Telegraph Road Study. In addition, the Comprehensive Plan does not support high intensity uses in areas identified as suburban neighborhoods, as indicated in the Concept for Future Development of the Lehigh Community Planning Sector.

Environment*Berm Safety*

The nomination proposes to add text that parcels 23A, 24, and 25 be protected from flood hazards associated with ponds and embankments mostly located offsite to the north in Kingstowne Park. The ponds and berms are not included in the Commonwealth of Virginia's Dam Safety Program because they do not meet minimum size requirements. The program requires embankments to be greater than 25 feet in height and cover an area of 15 acres, or greater than 6 feet in height and larger than 50 acres in area.

In 1999, during the evaluation of the application for a proffered condition amendment (PCS C-49-10) and final development plan (FDP C-448-32), the County hired LAW Engineering to conduct an engineering analysis of Kingstowne Park related to potential safety hazards, dam and embankment stability issues and hydrological requirements. The survey examined the stability of the embankments of the two ponds and three basins and found them to be safe. The dam safety issue was also raised during review of the on-going independent living facility application on parcels 100-1((1)) 23A, 24, and 25. The Department of Public Works and Environmental Services (DPWES) has not expressed any concern regarding the safety of the subject berms. These berms are not water detention facilities. However, because these berms were built prior to 1993, periodic analysis by DPWES is not conducted. A coordinated effort between FCPA and DPWES would be required for periodic maintenance and monitoring.

Resource Protection Area (RPA)

The RPA map indicates that 58.68 acres of the nomination area is within a RPA, which includes 1.1 acres of parcel 100-1((1))20. The Comprehensive Plan discourages any impermeable development in RPAs.

Noise

An extended stay hotel and recreation facility on parcels 100-1((1))19 and 20 would be affected by noise from Telegraph Road. The Comprehensive Plan does not support residential and hotel development in areas where the interior day night loudness (DNL) exceeds 45 decibels and outdoor recreation uses in areas above 65 decibels.

Land Fill

The nominated area of parcel 9 is a reclaimed landfill area and is being currently used as a golf course. The existing active landfill is outside the nominated area. The expected landfill life for the active landfill is 5 to 7 years after which the property owner intends to extend the existing golf course on this site. Future use of the existing active landfill area is required to meet state and County closure requirements before any new development can occur.

Transportation

The nominated new Plan option for the extended stay resort facility, exercising facility, and the restaurant could generate substantially more trips than the current option for single-family detached units. The trips calculated were derived using rates from the Institute of Transportation Engineers (ITE) Manual, 7th Edition, 2003. Because a use such as an extended stay resort specifically for contractors does not exist in the manual, hotel use that closely resembles the extended stay resort was used to derive the trip rates.

The nominator also seeks an access via the golf driving range access on parcel 23A which has direct access from Telegraph Road. Currently Telegraph Road, a minor arterial, is planned to be improved to four lanes from the existing two lanes. Direct access from the nominated new development to a minor arterial is not appropriate.

Scenario	AM Peak Hour		PM Peak Hour		Daily
	In	Out	In	Out	
Current Plan					
19 Single Family Detached Units	4	11	12	7	182
Proposed Plan					
250 Unit Extended Stay (Hotel)	85	55	78	69	2043
50,000 Sq. Ft Recreation	25	35	103	99	1647
3,000 Sq. Ft. Restaurant	18	17	20	13	381
Total	128	107	201	181	4071
Increase	124	96	189	174	3889

Old Mill Road extension, a project under the Department of Defense, and administered by the Federal Highway Administration (FHWA), is underway. Old Mill Road is designed as a four lane replacement road for closures to John Kingman, Woodlawn Road, and Beulah Street. The project would extend from Richmond Highway across Fort Belvoir up to Telegraph Road, in the

vicinity of the nominated area. FHWA has begun environmental assessment and the DOD will fund the construction of the two lane road within the next four to six years.

Parks and Trails

The Kingstowne Park is located nearby and any redevelopment should be connected to the park with trail connections to accommodate recreation needs of the residents.

Cultural Resources

The areas adjacent to the flood plain on the eastern end of the property have a moderate potential for prehistoric sites. The undeveloped areas along Old Telegraph Road also have a moderate potential for prehistoric sites. The subject property should be surveyed prior to any development. If any resources are found then those resources should be conserved or the adverse impacts mitigated.

RECOMMENDATION

The nominated site has severe environmental constraints that limit the type of suitable development. The nomination does not suggest that any parcel consolidation is necessary, meaning individual development on any one parcel could produce development that would be incompatible with the surrounding area. The nomination is contrary to the low density vision supported by the community during the Telegraph Road special study and staff recommends that the current Plan be retained. The current Plan provides an opportunity for the subject parcels to develop in a manner that allows logical consolidation and appropriate access and circulation.